

State of Alaska FY2010 Governor's Operating Budget

Department of Transportation/Public Facilities Program Development Component Budget Summary

Component: Program Development

Contribution to Department's Mission

Optimize state investment in transportation and meet federal requirements by means of data-driven recommendations and meet federal and state requirements through effective data collection, analysis, planning, public involvement and documented decisions.

Core Services

- Develop and maintain statewide area transportation plans to guide transportation infrastructure development over the next 20 years and fulfill federal and state requirements.
- Coordinate the development, submission, and monitoring of the Needs List (a statewide list of transportation needs), and the federally required Statewide Transportation Improvement Program (STIP), as well as the annual capital budget. Provide key analyses to the department management on critical issues regarding capital funding for Alaska's transportation and public facility needs.
- Administer federal-aid highway funds statewide.
- Provide data collection and reporting to meet Federal Highway Administration (FHWA) requirements.
- Develop and maintain a bicycle and pedestrian plan, public involvement plan, urban planning and state planning and research, as well as plan for resource development and community access roads programs.
- Develop, administer and maintain the Scenic Byways, Federal Railroad Administration Grants, Safe Routes to Schools, State Highway Comprehensive Safety Program, Federal Transit and Highway Safety Programs.
- Administer the development, submission and monitoring of programs focused on Highway Safety such as but not limited to: impaired driving, child passenger safety, senior drivers, pedestrian and bicycle education and safe communities and youth.

FY2010 Resources Allocated to Achieve Results

FY2010 Component Budget: \$4,577,500	Personnel:	
	Full time	43
	Part time	0
	Total	43

Key Component Challenges

The Division of Program Development is responsible for the statewide planning functions and also manages several programs which are too small or specialized to be replicated in each of the department's three regional planning offices. Some of these statewide programs include the Scenic Byways, Safe Routes to School, Highway Safety Office, Intelligent Transportation Systems, Geographic Information Systems, Highway Data and Transit.

Recognized publicly primarily for a planning product known as the STIP or Statewide Transportation Improvement Program, this well known function represents only about 10% of the division's annual effort. However, the STIP does occupy a large percentage of the division's management effort simply because it is responsible for the programming and accounting of several hundred million dollars of discretionary transportation funds each year.

The federal transportation program currently known as SAFETEA-LU or the "Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users" is set to expire after the first quarter of SFY 2010. However, the SAFETEA-LU era has been a very demanding period for the division. Some of the most remarkable and unprecedented events in the time period include:

- The earmarking and then re-earmarking of about \$450 million in funds to the two well known bridge projects: Gravina Island Access and Knik Arm Crossing.
- A recurring and expanding practice of Congressional rescissions of federal funds, which has greatly impacted management of the program.
- An even more demanding Congressional imposition of “proportional rescissions” which has further restricted the latitude of which projects can be undertaken.
- A growing practice of Congress appropriating funds late, and often in multiple increments during each federal fiscal year.
- A slowdown of federal funds reimbursements for state expenditures of program funds due to inadequate receipts in the highway trust fund.
- A Congressionally authorized mandatory return of more than \$55 million in federal funds at the end of FFY 2009 which must be taken into account by STIP managers.

Many of the issues noted above are a response to the widely discussed shortcoming in the federal transportation program. Receipts to the trust fund are inadequate to meet current authorized expenditures and this problem has been accelerated by the energy crisis which has resulted in both new fuel types and reduced driving in general.

Alaska's surface transportation program is perhaps the most vulnerable among the fifty states since only Alaska relies almost exclusively on the federal program. Absent a continuing state program to both supplement and diversify Alaska's transportation funding, the singular reliance on this now difficult and ever less reliable federal program places significant demands on the transportation planning function. Transportation projects needed to maintain, improve and expand a transportation system require a dedicated and reliable source of funds. Virtually all transportation authorities in the United States and globally use such an approach. With major projects now routinely lasting more than a single decade, some means of reliably allocating funds across the many years of project planning, engineering and construction is essential. Without this, projects proceed in “fits and starts” and may stall even though they are essential to the state's economic foundation.

As a result, the statewide and regional planning staff must participate in a greatly expanded public involvement program that includes holding multiple meetings throughout the regions and other communications with local government, tribal organizations and the general public.

In response to the major changes in SAFETEA-LU concerning planning, environmental and new federal planning regulations, we will be issuing changes to the state planning regulations to comply. New federal regulations governing both transportation planning and funding will require the state to modify the state regulations that govern the STIP. These same federal rules will place an additional burden on staff, as many additional amendments are likely going to be necessary, and the technical steps necessary in preparing these amendments have also increased.

It is likely that new federal requirements and other issues will place additional tasks on the transportation planning function. The following trends or issues are noted:

- Indian Reservation Roads: Alaska's tribal entities are receiving ever more funding for road construction and road maintenance, and under the relevant federal rules, some of this funding is eligible for work on state-owned roads and highways. How this can occur and under what arrangements are the key questions; thus far each such agreement has required extensive outreach and negotiations, and often has involved the planning staff in a lead role.
- Natural Gas Pipeline Construction: With the passage of the Alaska Gasline Inducement Act (AGIA) and the license granted to Trans-Canada Alaska, this project is moving into a more active phase. In addition, the Denali pipeline and two smaller pipeline proposals are also underway. All of these projects will require involvement of the planning process as highways, bridges, ports and airports are evaluated and scheduled for necessary improvements to make one or more of the various gas pipeline proposals successful.
- New Environmental Protection Agency (EPA) Air Quality Non-Attainment Designations: In 2008 EPA issued their intent to designate both Juneau and Fairbanks as non-attainment areas for a particulate matter below 2.5 microns in size. Since the federal Clean Air Act uses the federal transportation program as a “stick” to force state and local compliance, the role of transportation planners in evaluating transportation projects for their air quality impacts will expand.

- Transit Expansion: Alaska transportation planners manage a flow of federal funds for transit. With the energy crisis renewing the call for more state and federal transit funding, the role of this planning section is likely to grow.
- Global Warming and Greenhouse Gases: Virtually every state which has adopted a greenhouse gas strategy has placed new demands on the transportation planning function. It is very likely that Congress will soon pass federal legislation, thus Alaska will likely be involved soon. Many of the strategies involve transportation planning in multiple roles, from evaluating transportation alternatives for their greenhouse gas emissions, to stronger linkages between transportation planning and land use planning in order to reduce the reliance on automobiles.
- 511 Travel in the Know: The software used in this now mandatory program is approaching 10 years old. The need to migrate to a new platform which is easier for the many users to enter data and easier for the public to receive information is readily apparent.
- Performance based decision making: It is widely reported that the next transportation bill will require state transportation agencies to document their performance and that these measurements will be used to allocate federal funds. Any such effort will fall to the highway data function to deliver timely and accurate information, and this too is a transportation planning function that is likely to need attention if we are to be ready to respond.

In the June 2008 meeting of state transportation planning officials, the Executive Director of AASHTO (American Association of State Transportation and Highway Officials) presented information on the next transportation authorization. In this presentation he pointed out that the role of transportation planning, already demanding, was likely to grow in several areas in large part due to several of the issues noted above.

The increase in fuel costs, as well as concern with environmental issues, has resulted in increased transit ridership across the state. While this is certainly the goal of public transit, the 2008 increase has happened so rapidly that systems have struggled to maintain service.

Alaska's public transit systems are facing the following issues, which are resulting in the need to reduce services at a time when they need to be expanded.

- Increased fuel costs
- Increased ridership
- Aging fleets
- Limited local funding

Other significant new requirements in the SAFETEA-LU legislation pertain to safety. A new program known as "Safe Routes to School" (SRTS) was established in federal law to hire a state coordinator to administer the state program. The coordinator's role is to assist schools and local governments in developing Safe Routes to Schools Program and solving transportation issues in the vicinity of elementary and middle schools. A nexus of health, safety, and transportation issues, the program uses a "5-E" approach to problem solving. The approach may include Engineering, Encouragement, Education, Enforcement, and Evaluation. A federally funded grant program is available to communities to develop plans, identify projects, and fund low cost, easy to implement solutions. Public participation, partnering, and inter-governmental collaborations can achieve greater results through shared resources and common focus. The challenge is to work in collaboration with existing grant applicants, encourage more Alaskan communities to participate, and develop resources to fund larger projects and safety activities in the vicinity of elementary and middle schools.

Each state must prepare a Strategic Highway Safety Plan which addresses the full range of safety strategies, including hazard elimination, education, enforcement and emergency response. This program is specific in its approach to engage statewide stakeholders and users of the transportation system review the crash data for fatal and major injury crashes and develop strategies to support a statewide goal of driving down the numbers. In developing the plan, four statewide meetings were held and a final report issued to FHWA on October 1, 2007. In the first year of having this plan, it appears that a large percentage of the strategies are being implemented using existing budget resources and a more strategic focus on spending. The result of this collaboration is a renewed focus throughout the stakeholder groups. This allows for progress in many areas simultaneously. It also places the department in a stronger public safety mission and as a key part of a larger team approach to public safety. A cabinet level Safety Commission may be formed to provide leadership and overall direction of resources to facilitate the plan.

The Alaska Highway Safety Office identified the following highway safety priorities through a data driven process:

impaired driving, occupant protection, aggressive driving, red light running, teen driving and safety corridors. The program office is challenged to continue to meet multi-agency projects that focus on education and enforcement, share data, and use recommended performance measures.

A statewide assessment of transportation infrastructure necessary to support the construction of the natural gas pipeline was conducted in November 2008. This effort was requested by legislative members during the summer special session in 2008, as there was no statewide compilation of such infrastructure needs looking at the full array of modal improvements necessary. A statewide conference was held and participants were invited to submit the project needs to a statewide database which department planners from both Program Development and the regional offices were tasked with compiling. A report was delivered to the Legislature at the beginning of the 2009 session.

Significant Changes in Results to be Delivered in FY2010

No significant changes are anticipated.

Major Component Accomplishments in 2008

- Completed the federally required 2006-2009 Statewide Transportation Improvement Program (STIP) as required to continue federal-aid highway and transit funds for the State of Alaska.
- The Alaska Motorcycle Safety Advisory Committee implemented a statewide motorcycle safety media plan.
- Alaska became one of seven states to ban texting while driving.
- The Alaska School Activities Association requires teens and families to participate in a no-tolerance policy educational program.
- A Traffic Records Resource Prosecutor was created, in agreement with the Department of Law, to assist with the adjudication of impaired driving offenders.
- Multi-jurisdictional enforcement partnerships between the Alaska State Troopers and local agencies result in 60-100% increased traffic offender contact and citations.
- The TraCS Steering Committee began to develop a statewide electronic citation program. Broad implementation of the TraCS software will improve planning by accelerating the flow of collision and citation data to the desks of planners and traffic engineers who use such data to identify safety strategies based upon the latest data - Transportation planners at the department were responsible for identifying this software product and introducing it to a range of users from local law enforcement to Alaska State Troopers.
- Scenic Byway Corridor Management Plans for the Haines and Sterling Byways were completed.
- Designations for portions of the Parks Highway and the North Richardson Highway State Scenic Byways were extended while initial management plans for other portions of the highways were started in 2008.
- A Corridor Management Plan for the Dalton Highway State Scenic Byway was initiated with the Department of Natural Resources.
- Initiated a planning study for interior Alaska.
- Deployed the Photolog program for inventory of roadway features and transportation assets on the state-maintained road network. The Photolog web application Roadview Explorer (<http://jnuplan.dot.state.ak.us/Photolog/AlaskaRVX2/roadview.php>) allows users to access 800 digital images per mile with virtual playback on the internal state web network.
- Deployed the enterprise Geographic Information System (GIS) spatial database (the geodatabase) that will provide the backbone for integrating department transportation data and provide spatial mapping to the road network.
- Deployed the web-enabled driver vehicle crash report form (12-209, <http://www.dot.state.ak.us/stwdplng/accreptapp/index.shtml>) in the MyAlaska environment (<https://myalaska.state.ak.us/home/app>) to improve crash reporting timeliness, accuracy, and availability for highway safety improvement. There were over 900 crash reports submitted in 2007.
- Completed Let's Get Moving 2030, update to the Statewide Long Range Transportation Policy Plan.
- Completed first Strategic Highway Safety Plan and began first year of implementation.
- Initiated study of state's long-term ports and harbors infrastructure needs.
- Developed and implemented online eGrant management system for transit grants.
- Guided development of community coordinated transportation plans.
- Enhanced partnership with the Alaska Mobility Coalition, a non-profit membership organization representing and advocating for public, private, tribal, and human service transportation providers.

- Conducted 2008 Alaska Community Transportation Transit Conference.
- Completed statewide grant solicitations for Safe Routes to Schools Programs (SRTS); seven communities and one state agency are receiving grants to support SRTS activities.
- Made additional enhancements to the eSTIP on-line, making more information available to the public.
- Successfully committed all federal-aid highway, federal-aid transit and federal highway safety funds to project and grants, such that no funds were lost for Alaska.

Statutory and Regulatory Authority

AS 19.10.020; 110-160

AS 44.42

AS 44.99.001

AS 44.41.021

Title 23, Sec. 420

23 CFR Part 450

Federal Aid Policy Guide - Parts 420 through 490 & 511

Title 23, Sec. 307c, U.S. Code

Title 23, Chapter 4, U.S. Code

Contact Information

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Program Development Component Financial Summary

All dollars shown in thousands

	FY2008 Actuals	FY2009 Management Plan	FY2010 Governor
Non-Formula Program:			
Component Expenditures:			
71000 Personal Services	3,340.5	3,955.6	4,217.0
72000 Travel	16.7	6.3	6.3
73000 Services	102.4	237.4	237.4
74000 Commodities	35.3	41.4	41.4
75000 Capital Outlay	0.0	0.0	0.0
77000 Grants, Benefits	0.0	44.3	75.4
78000 Miscellaneous	0.0	0.0	0.0
Expenditure Totals	3,494.9	4,285.0	4,577.5
Funding Sources:			
1004 General Fund Receipts	126.5	347.5	400.3
1027 International Airport Revenue Fund	24.0	23.8	24.4
1061 Capital Improvement Project Receipts	3,344.4	3,913.7	4,152.8
Funding Totals	3,494.9	4,285.0	4,577.5

Estimated Revenue Collections

Description	Master Revenue Account	FY2008 Actuals	FY2009 Management Plan	FY2010 Governor
Unrestricted Revenues				
None.		0.0	0.0	0.0
Unrestricted Total		0.0	0.0	0.0
Restricted Revenues				
Capital Improvement Project Receipts	51200	3,344.4	3,913.7	4,152.8
Restricted Total		3,344.4	3,913.7	4,152.8
Total Estimated Revenues		3,344.4	3,913.7	4,152.8

**Summary of Component Budget Changes
From FY2009 Management Plan to FY2010 Governor**

All dollars shown in thousands

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
FY2009 Management Plan	347.5	0.0	3,937.5	4,285.0
Adjustments which will continue current level of service:				
-FY2010 Wage and Health Insurance Increases for Bargaining Units with Existing Agreements	2.9	0.0	105.2	108.1
-Correct Unrealizable Fund Sources in the Salary Adjustment for the Existing Bargaining Unit Agreements	18.8	0.0	-18.8	0.0
Proposed budget increases:				
-Highway Safety Corridor Safe Driving Program	31.1	0.0	0.0	31.1
-CIP Receipt Authority and Position Reclassification	0.0	0.0	153.3	153.3
FY2010 Governor	400.3	0.0	4,177.2	4,577.5

**Program Development
Personal Services Information**

Authorized Positions			Personal Services Costs	
	FY2009 Management Plan	FY2010 Governor		
Full-time	41	43	Annual Salaries	2,743,077
Part-time	0	0	COLA	112,565
Nonpermanent	0	0	Premium Pay	13,074
			Annual Benefits	1,495,342
			<i>Less 3.37% Vacancy Factor</i>	(147,058)
			Lump Sum Premium Pay	0
Totals	41	43	Total Personal Services	4,217,000

Position Classification Summary

Job Class Title	Anchorage	Fairbanks	Juneau	Others	Total
Accounting Tech I	0	0	1	0	1
Accounting Tech II	0	0	1	0	1
Administrative Clerk II	0	0	1	0	1
Administrative Clerk III	0	0	2	0	2
Administrative Officer I	0	0	1	0	1
Administrator,Hwy SPA	0	0	1	0	1
Analyst/Programmer III	0	0	2	0	2
Analyst/Programmer IV	0	0	1	0	1
Analyst/Programmer V	0	0	1	0	1
Division Director	0	0	1	0	1
Operations Res Anl I	0	0	1	0	1
Planner II	0	0	1	0	1
Planner III	0	0	12	0	12
Project Asst	0	0	2	0	2
Research Analyst II	0	0	3	0	3
Srts Administrator	0	0	1	0	1
Statistical Technician I	0	0	2	0	2
Trans Planner I	0	0	4	0	4
Trans Planner II	0	0	3	0	3
Trans Planner III	0	0	2	0	2
Totals	0	0	43	0	43